

Attachment F

Heritage Committee Report

HERITAGE COMMITTEE REPORT

Date: 12 March 2021
Development Application: D/2020/1071 and D/2020/1072
Site: 58-76, 82-106, and 110-122 Oxford Street, Darlinghurst
Applicant: TOGA Projects Services
Committee Members:
Scott Robertson, Robertson & Hindmarsh
Hari Gohil, Shreeji Consultant
Otto Cserhalmi, OCP Architects

1. Background

Sydney DCP 2012 3.9.4 '*Development of sites of State heritage significance or containing more than one heritage item*' requires that a committee be appointed to examine and advise on the merits of the proposal. The consent authority cannot grant consent for development until it has considered the advice of the committee.

2. The Proposal

The proposal seeks consent for:

D/2020/1071 - Group 1 (58-76 Oxford Street) and Group 2 (82-106 Oxford Street) - Alterations and additions to 2 groups of existing buildings for mixed use development and associated signage strategy. The proposed uses include retail premises, food and drink premises, and tenancies for cultural and creative uses on the lower ground and ground levels, and commercial offices on the levels above.

D/2020/1072 - Group 3 (110-122 Oxford Street) - Use of the existing building as a mixed use development and associated alterations and additions, and signage strategy. The proposed uses include a 75 room hotel, retail premises, food and drink premises, and tenancies for cultural and creative uses on the lower ground and ground levels.

The works include:

Group 1

- Removal of all existing fitouts to existing tenancies across all levels
- Conversion of existing commercial tenancies at basement level to new retail, ancillary and storage spaces with access from Foley Street, including creation of new external openings to previously modified fabric
- Creation of new retail and cultural and creative spaces at ground floor, including new central lobby space
- Creation of open commercial office space at Level 1 and Level 2, including retention of bulk heads and nibs to original inter-tenancy walls

- Installation of two new staircases and lifts to connect all levels
- Construction of rooftop additions including one floor and a mezzanine at 58-76 Oxford Street, with roof top plant. Includes demolition of entire roof structure.
- No changes are proposed internally or externally to GA Zinc and Co at 56 Oxford Street.

Group 2

- Removal of all existing fitouts to existing tenancies across all levels
- Conversion of existing commercial tenancies at basement level to new retail, cultural and creative spaces, foyer, end of trips facilities and ancillary and storage spaces with access from Foley Street, including creation of new external openings to previously modified fabric
- Creation of new retail and cultural and creative spaces at ground floor, including new lobby space.
- Conversion of existing ground floor foyer into a new seating area, including one new opening on western wall.
- Creation of rooftop additions including one floor and a mezzanine at Level 1 and Level 2, including retention of bulk heads and nibs to original inter-tenancy walls. Includes demolition of entire roof structure (including original pyramid roofs).
- Installation of new staircase and lifts to connect all levels
- Construction of new two storey roof top addition for commercial use across whole of building, with roof top plant
- Creation of a through-site link occupying one existing ground floor retail shop

Group 3

- The existing three buildings are proposed to be re-purposed for retail and hotel use. The proposed alterations and additions are summarised as follows:
- Removal of all existing fitouts to existing tenancies across all levels
- Conversion of existing commercial tenancies at basement level to new hotel lobby, and associated hotel facilities and retail, cultural creative space. This includes creation of new external openings at Foley Street to previously modified fabric
- Creation of new retail tenancies at ground floor onto Oxford Street, and creation of hotel rooms to Foley Street.
- Creation of two floors of hotel rooms at Levels 1 and 2

- Installation of new staircases and lifts to connect all levels
- Construction of rooftop additions including one floor and a mezzanine, with hotel rooms, pool and roof top deck. Includes demolition of entire roof structure.

The sites are described as follows:

- Group 1 comprises 11 lots has a combined site area of 1,348 square metres and is bound by Oxford Street, Burton Street, Foley Street and Crown Street, but excludes the two lots that at either end of the block.
- Group 2 comprises 1 lot and has a site area of 1,668 square metres and is bound by Oxford Street, Crown Street, Foley Street and Palmer Street, and comprises the entire street block.
- Group 3 comprises 1 lot and has a site area of 604 square metres and is bound by Oxford Street, Palmer Street, Foley Street and Taylor Square. This group is one of five lots within the block.

The sites incorporate the following heritage items listed in Schedule 5 of the Sydney Local Environmental Plan (SLEP 2012), being:

Group 1

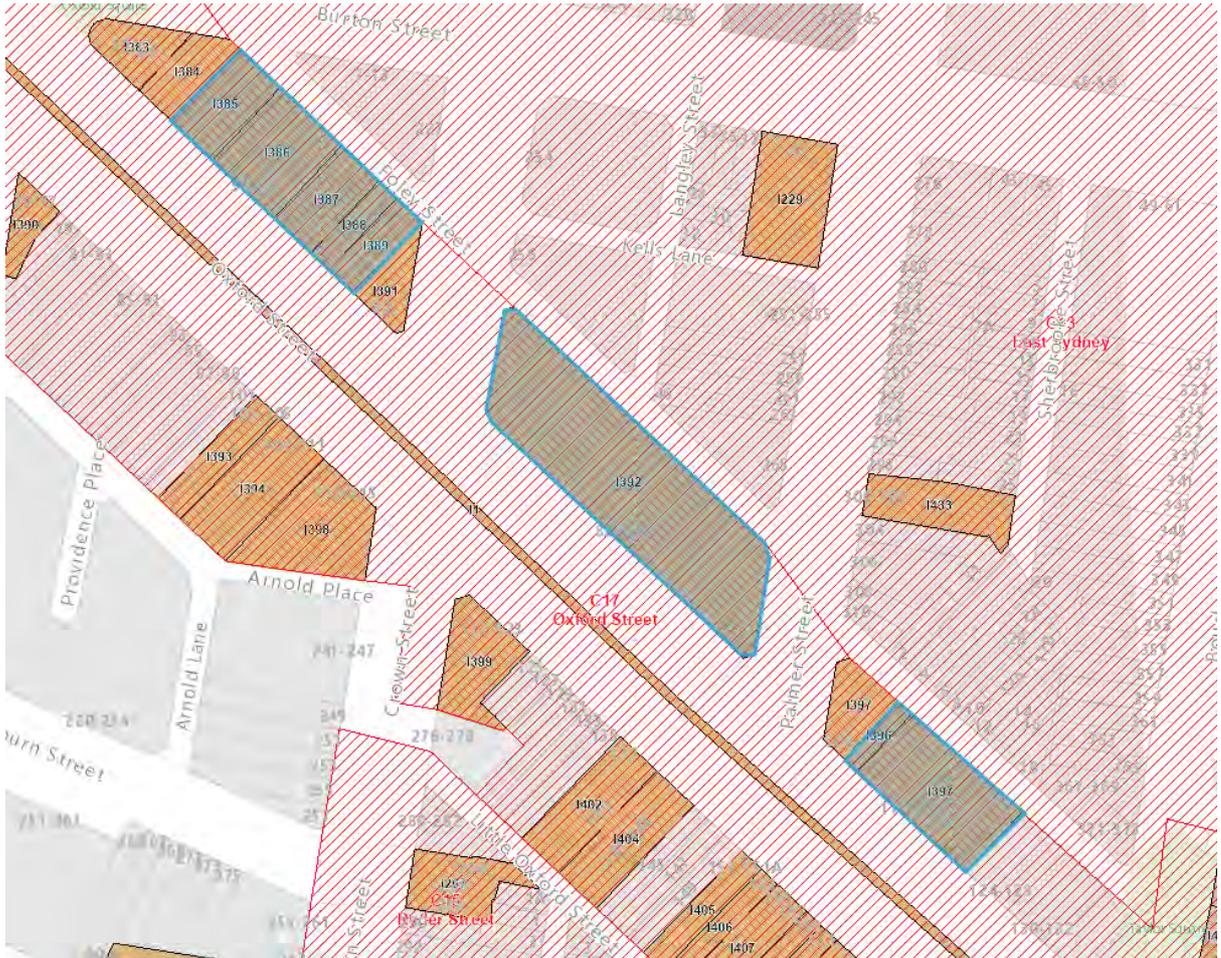
- 58-60 Oxford Street – LEP no. I385 [Commercial Building \(58-60 Oxford Street\) Including Interior](#)
- 62-66 Oxford Street – LEP no. I386 [Commercial Building \(62-66 Oxford Street\) Including Interior](#)
- 68-70 Oxford Street – LEP no. I387 [Commercial Building "Daniel's" \(68-70 Oxford Street\) Including Interior](#)
- 72-72A Oxford Street – LEP no. I388 [Commercial Building "Nelson Leong" \(72-72A Oxford Street\) Including Interior](#)
- 74-78 Oxford Street – LEP no. I389 [Commercial Building \(74-78 Oxford Street\) Including Interior](#)

Group 2

- 82-106 Oxford Street – LEP no. I392 [Former Oxford Street Municipal Chambers Including Interior](#)

Group 3

- 110 Oxford Street – LEP no. I396 [Commercial Building \(110 Oxford Street\) Including Interior](#)
- 112-122 Oxford Street – LEP no. I397 [Commercial Building Group \(112-122 Oxford Street\) Including Interior](#)



SLEP 2012 Heritage Map (Site in blue)

There are four heritage items in the immediate vicinity in the direct visual catchment of the site, including one State listed item, being:

- 56 Oxford Street - SHR no. 00658 - [GA Zink & Sons Building](#)
- 56 Oxford Street - LEP no. 1384 [Commercial Building "Ga Zink & Sons" \(56 Oxford Street\) Including Interior](#)
- 52-54 Oxford Street - LEP no. 1383 [Former Commercial Building "London Chambers" including Interior](#)
- 80 Oxford Street - LEP no. 1391 [Former Kelso's Hotel Including Interior](#)
- 108 Oxford Street - LEP no. 1395 [Former Crecy Hotel Including Interior](#)

These sites located within the Oxford Street Heritage Conservation Area (C17) (HCA) and are classified as Contributory Items in the DCP.

3. Significance

The buildings subject of these DAs are listed Local heritage items. The listing describes them as “Commercial buildings ... **including interiors**”.

However, with the exception of the Statement of Significance for the Group 2 set of buildings, the Statements of Significance concentrate on the exterior façade as follows (using 56-60 Oxford Street as an example):

58-60 Oxford Street is part of an architecturally consistent group of buildings that were the result of the resumption and widening of Oxford Street between Whitlam and Taylor Squares. The façade of the buildings, which is a fine example of Federation Freestyle architecture, make an important contribution to the streetscape.

The Statement of Significance for the Group 2 set of buildings includes the significance of the interiors in the Statement:

82-106 Oxford Street is significant because of its close associations with the Municipal Council of Sydney and its successors. The building was the largest development undertaken at the instigation of the Council on Oxford Street and was designed in the City Architect and Building Surveyor’s branch. It is considered a rare example of a large commercial building designed, constructed and continuously owned by the Municipal Council of Sydney/City of Sydney.

The building demonstrates representative characteristics of the Federation Freestyle, while intact internal fabric is evidence of interior design and taste during the Federation era. The remnants of shopfront and other fabric that were installed around 1940 are very representative of the Inter War Functionalist style and provide a significant aesthetic layer on the building. The overall size and architectural design of the building result in it being a major contributory item to the northern side of Oxford Street., while the remnants of 1940 shopfront fabric make an important contribution to the street at the pedestrian scale.

All the buildings that are the subject of these two DAs have a common Recommended Management strategy which forms a part of their statutory listing:

The building should be retained and conserved. A Heritage Assessment and Heritage Impact Statement, or a Conservation Management Plan, should be prepared for the building prior to any major works being undertaken. There shall be no vertical additions to the building and no alterations to the façade of the building other than to reinstate original features. The principal room layout and planning configuration as well as significant internal original features including ceilings, cornices, joinery, flooring and fireplaces should be retained and conserved. Any additions and alterations should be confined to the rear in areas of less significance, should not be visibly prominent and shall be in accordance with the relevant planning controls. Specific management to include: All external fabric consisting of face brickwork, sandstone elements and ceramic tiles should be left unpainted; Remove paint from external materials that were originally unpainted; Retain and conserve all intact original external and internal building fabric and the external appearance of the building; Investigate possibility of early fabric concealed behind later linings

and, if it remains in place, conserve; Retain and conserve original and intact awning fabric; There should be no further additions at roof level; Detailing of new fabric should respect the integrity and existing character of the building and its original fabric.

4. Description of extant spaces and fabric

Group 1 – 56-76 Oxford Street

General

All six buildings of Group 1 contain three storeys above the Oxford Street level and basements opening onto Foley Street (making them four storeys high above that rear street). Their facades are varied in detail but consistent in scale, materials and form. The Oxford Street awnings over the footpath are original (being the standard Oxford Street-wide awnings designed by the City Council when the street was widened, but in most cases were cut back as part of the City of Sydney's initiative to upgrade the pedestrian amenity of the street during 2005 and, in any case, had been cut back previously during 1969. This is indicated on site by the modern metal fascias to the awnings. The awnings are also over-sheeted with plywood sheets used to support viewers of the Gay & Lesbian Mardi Gras parade. These plywood sheets are now in poor condition and detract from the appearance of the buildings as they have clearly visible vertical kerbs above the awning fascias.

All of the buildings in this group have been subjected to a relatively high level of internal modification. Surviving shop interiors have been altered while first and second floor levels were extensively remodelled by South Sydney Council during the first half of the 1990s to form a series of professional suites accessed by a lift, stairs and common passageways. There is no visible evidence of early uses or original building elements such as stairs, lavatories, door joinery and skirting boards on the first and second floors.

The Foley Street elevation has suffered more change than the Oxford Street facades. Apart from detail modifications noted below, the brick wall surfaces have been painted and intrusive service pipes, downpipes and air conditioning units have been installed in various locations. Many windows have been replaced and balcony openings cut into the walls of buildings. The roofs of the buildings have been re-sheeted.



Figure 1 - Exterior view of group 1 buildings at 56-76 Oxford Street, showing buildings at the western end of the group. Source: Google Streetview.



Figure 2 - Exterior view of group 1 buildings at 56-76 Oxford Street, showing the buildings at the eastern end of the group. Source: Google Streetview.

Group 1 – 56 Oxford Street

Architect: Unknown

Designed: 1911

Whilst 56 Oxford Street is not formally part of the current Development Application the top floor is currently only accessible from 58 Oxford Street (which is a part of the current DA) and the building, a listed building on the State Heritage Register, should be included in the conservation works for the group because of pressing maintenance issues to the exterior and interior.

Exterior

The façade of 56 Oxford Street is amongst the most distinctive of the group. Its shopfront is a remarkably intact and fine example of an Inter-war Functionalist style shopfront, exemplifying the way that structural glass was combined with metal elements to project a stylish and fashionable image to passers-by. The shopfront fabric, including stall boards, piers, hamper, entry floor and display windows are all original to the Inter-war period.

The Oxford Street façade above the street awning is symmetrical in composition, comprising bays of windows contained by a pier on either side of the façade. The facade combines a number of different materials – face bricks, a grid of stone piers and sills that define the fenestration and mosaic tiles that have been utilised for signage at parapet level and across the head of first floor windows. The parapet is distinguished by semi-circular crenellations with wide, moulded copings, below which the name of the occupant (“C.A. Zink & Sons”) has been inscribed in stylised lettering. There are blue and white mosaic tiles under the wide mouldings of the crenellations. The plant motifs on either side of the signage show a distinct Art Nouveau influence that is echoed by decorative elements within the signage above the first floor windows.

There are three window openings on each of the upper levels. At first floor levels the eastern and western openings contain pairs of casement sashes while the central sash is a single fixed pane; all three openings contain single highlights. The openings on the second floor contain a pair of double-hung sashes.

The Foley Street elevation is constructed of face brick. A deep awning shades the basement section, which is lined with cement render and contains a wide band of bi-

folding windows associated with the restaurant modifications of the late 1990s. An intrusive exhaust vent, also associated with these works, extends all the way up the eastern side of the elevation and partially blocks a recessed section that contains windows. Fenestration elsewhere includes two wide bays of windows at ground (shop) and first floor level containing window sashes that appear to have been installed during the 1990s or earlier. Expressed rendered lintels above these openings contain signage. Small square openings above the first floor windows, covered with metal grilles, may have been installed in the 1930s when a mezzanine was installed. Four narrow window openings rise directly above them. The parapet is embellished with simple elements – recessed vertical bands and brick curved crenellations.

Interior

The interior of the building at basement, ground and first floor levels was not inspected but the second floor level was. The second floor, which is one large open space, has retained original fabric, including ceiling linings, a fireplace that includes a register grate, timber chimney piece and hearth tiles plus the remains of a fireplace. The configuration of the space, with a triangular structure incorporating two chimney breasts in the centre of the western wall, provides firm evidence that this level once contained two or more rooms. The varying patterns of the pressed metal ceiling also indicates the space had been divided into separate rooms and may even indicate that the original staircase connected to the lower floors in the north-west corner of the space.

Group 1 – 58-60 Oxford Street

Architect: Frederick Winn

Designed: 1911

Exterior

58-60 Oxford Street is a three-storey brick building with a symmetrical brick façade. The relatively recent ground floor shopfronts are sheltered by the original, Oxford Street-wide standard awning that has retained original metal trusses and other fabric. The façade at first and second floor levels consists of a narrow projecting central section flanked on either side by relatively wide bays. Brick piers “contain” both ends of the façade. Window sills on both levels and lintels above first floor windows are formed out of rusticated stone, while a wide course of stone runs across the facade just below the parapet.

The façade is divided into three sections: a central bay with a wide opening on the first and second floor levels containing pairs of double hung windows which is flanked on either side by bays containing a pair of square headed openings at first floor level and wide, arched openings at second floor level. The arches are emphasised by the use of dark toned bricks. The central bay is distinguished by a projecting belcast spandrel between the first and second floor windows lined with green glazed ceramic tiles, as well as a panel of the same tiles above the central second floor windows and a small pedimented attic that interrupts the parapet. The parapet is given visual interest by means of concave forms in each of the flanking bays beside the projecting attic.

There is little or no evidence of original shopfront fabric, although the central pier remains in place and is lined with ceramic tiles. The piers on the western and eastern sides of the façade are exposed brickwork that has been painted and may be a remnant of the original shopfronts. The plan configuration consists of a fixed display window on the eastern and western side of the façade on either side of a

central porch. The shopfronts have splayed sides along the porch and there is a pair of aluminium-framed glazed doors in the rear wall of the porch. The hampers above the shopfronts are not continuous across the façade of the building but extend only as far as each shopfront and are supported by tubular metal posts where they return, leaving the central pier as an isolated element. Stall boards and porch flooring are covered with ceramic tiles.

The Foley Street elevation also reflects modifications undertaken during the 1990s. Balconies have been introduced at the second floor level, earlier window sashes have been replaced by aluminium-framed sashes and the basement section has been lined with cement render. Here bi-folding windows have been installed in the eastern opening and wide timber doors installed in the western opening.

Interior

The ground floor interiors of 58-60 were not inspected but contain little apparent early fabric according to the 2008 CMP. In addition, the basement level was not inspected as a part of this committee's work. The first and second floors have been modified. Although floors are still framed in timber, the architectural documentation describing the modification indicates that the floor structure was repaired and boards replaced. New stairs were introduced along with lavatories and tea rooms to serve the amalgamated commercial space extending through all of 58-76 Oxford Street on these levels. Original, adzed timber columns still remain as a part of the internal structure. It is possible that early linings and finishes may be concealed behind later fabric.

Group 1 – 62-66 Oxford Street

Architect: Unknown

Designed: 1912

Exterior

The upper section of the façade above the awning level is symmetrical in configuration. Each of the bays is separated by slightly projecting brick piers. The first floor level of the façade is constructed (or clad) with rusticated stone, while the second floor is constructed of face brick, relieved by subtle bands of darker toned brickwork and a string course above windows. Additional contrast results from rusticated stone lintels above second floor window heads in the two end bays. Interest is created at parapet level by varying the configuration and height of the parapet above each of the bays.

Windows generally consist of pairs of double-hung sashes, excepting those in the bays flanking the central section, which contain three sets of sashes. As well, the heads of the second floor window openings in these bays are arched.

The shopfront of 62-64 Oxford Street consists of a long and a short display window separated by a wide porch. Council records establish that it was installed during the 1920s. The shopfront has retained a large amount of original fabric, including shopfront framing and glazing, highlight windows, a mirrored panel and painted numbers on the western side of the shopfront, stall boards, marble threshold and tiling on the porch floor. Differing metal sill profiles and heights in the major shopfront indicate subsequent modifications. The face brick pier at the western end of the shopfront has been covered with paint, as has a panel of what appear to be early ceramic tiles at the base of the mirrored panel. Highlight glazing has been painted, at least in part to conceal ceiling linings and structure within the building. The original ceiling lining above the porch has also been replaced.

There is little or no evidence remaining of original shopfront fabric associated with 66 Oxford Street, which was modified during the 1990s. The shopfront consists of a wide metal-framed glazed display window set back from the street alignment. A highlight panel above contains painted signage indicating the address of the tenancy. A pair of sliding frameless glass doors gives access into the lift lobby. A separate metal-framed glazed door to the upper levels of the building, with a highlight window above, is situated at the eastern end of the façade.

The Foley Street elevation has been modified in a similar fashion to that of 58-60 Oxford Street. Brickwork has been painted, balconies have been introduced at second floor level, earlier window sashes have been replaced by aluminium-framed sashes and openings in the basement section contain metal louvres and a garage door.

The roof of the building has a skillion form and is covered with steel sheeting.

Interior

The basement and ground floor levels were not inspected but, according to the 2008 CMP the basement level of 62-66 Oxford Street was extensively modified during the first half of the 1990s when it was adapted for use as a car park. New structural concrete slabs and columns were introduced, along with a stair and lift. While the original layout of the ground floor of 62-64 Oxford Street was reconfigured into one space around 1950, and further modifications have been carried out since that time the original decorative plaster ceiling linings above the shop are still in place. The floor in this part of the building is timber.

The ground floor of 66 Oxford Street has been extensively altered and there is no apparent evidence of original fabric. The space is used as the foyer/lift lobby for the upper levels of the building and has a tenancy space on its northern side.

The first and second floors have been adapted for use as commercial tenancies. A ramp is located at the eastern end of 66 Oxford Street in the centre of the building. Floors are framed in timber, which is understood to have been repaired and boards replaced with particleboard, and a new suspended ceiling has been installed. Early linings and finishes may be concealed behind later linings.

Group 1 – 68-70 Oxford Street

Architect: Edwin Orchard

Designed: 1912

Exterior

The upper section of the building's façade above the awning is a symmetrical composition comprising three bays. The façade is distinguished by an expressive use of oriel windows – there is one oriel at first floor level in the central bay, flanked in the other two bays, by wide openings containing bays of three casement type sashes with highlight windows above, and two oriels at second floor level in the end two bays, between which is an opening containing a pair of double hung window sashes. The façade is constructed of face brick with stucco embellishments located above and below windows and across the parapet. The central second floor window is embellished with an arch of brickwork alternating with "courses" of stucco and an elaborate moulded swag, above which an attenuated scroll rises into the parapet. The spandrels of the second floor oriels are lined with pressed metal that are supported off decorative brackets.

As with the other buildings in the group, the ground floor level of 68-70 Oxford Street has been extensively modified, although it still retains intact early ceiling fabric in the central porch that separates the two shop fronts. The awning that protects the shopfronts is also the original Oxford Street-wide standard awning. The shopfront glazing of 68 Oxford Street is framed in timber, that of 70 Oxford Street in aluminium. The entry to the shop in 68 Oxford Street is via the porch; the entry contains a pair of early though not original timber framed glazed doors. The door to the shop in 70 Oxford Street consists of a frameless glass panel and has been relocated into the Oxford Street shopfront. The piers and stall board associated with 68 Oxford Street are lined with metal resembling timber boarding, while the piers and stall board associated with 70 Oxford Street are lined with ceramic tiles, as is the floor of the porch. The rear (northern) wall of the porch is lined with plasterboard or similar and is paint finished.

The Foley Street elevation has been subjected to rather more change than the Oxford Street façade. Balconies have been introduced at first and second floor level and timber framed window sashes installed in the ground floor (shop) section. The fenestration pattern at basement and ground floor level appears unaltered from the original. The roof of the building has a skillion form and is covered with steel sheeting.

Interior

The basement and ground floor of 68-70 Oxford Street were not inspected.

There is no original fabric apparent at first and second floor levels. The spaces contain commercial tenancies opening onto the circulation corridor that extends between 56 and 74-76 Oxford Street. It is understood that the timber floor structure was repaired and boards replaced by particleboard. Suspended ceilings have been installed throughout both levels.

Group 1 – 72 Oxford Street

Architect: George Leslie Grant

Designed: 1912

Exterior

The upper section of the façade of 72 Oxford Street is restrained in comparison with the other buildings in the group. It is constructed of brick, relieved by courses of rusticated stone extending the full width of the façade above the level of window heads and immediately above the suspended awning that shelters the ground floor shopfronts. Fenestration at first floor level consists of a pair of openings containing a pair of casement window sashes divided by horizontal glazing bars and with highlight windows above. Fenestration at second floor level consists of four regularly spaced openings containing a pair of timber framed double hung sashes. It is understood that window joinery was renewed during the 1990s. All of the windows feature rusticated stone sills. Piers on either side of the façade extend above the parapet, which consists of a relatively high expanse of brickwork broken by a moulded stucco cornice supported off small decorative brackets. A short pier rises from the cornice and extends above the remaining section of parapet. Both parapet and piers are capped by what may be stone or stucco copings.

The shopfront has been extensively modified and is simple in detail.

The Foley Street elevation has suffered a substantial level of change compared to other buildings. During the works undertaken during the 1990s the roof was removed

and rebuilt in a skillion form, which resulted in the demolition of the original rear parapet. Although the original fenestration pattern is still in place, windows on the western side of the elevation have been removed and the openings bricked up and some sill heights may have been reconfigured. Original or early window sashes have been replaced by aluminium-framed sashes and, at first and second floor level, areas of glass louvres.

Interior

The interiors of 72 Oxford Street have been extensively modified, although it is possible that early fabric may be concealed behind later linings. At the first and second floor levels the northern part of the floors is taken up by lavatories, tea rooms and service spaces. Timber floors have been replaced with concrete slabs. An isolated reinforced concrete escape stair connects all levels and serves other parts of 56-76 Oxford Street. The shop on the ground floor has been totally refurbished and there is no apparent evidence of early fabric.

Group 1 – 74-76 Oxford Street

Architect: Robertson & Marks

Designed: 1911

Exterior

The upper levels of the façade to 74-76 Oxford Street are distinctive. This section of the facade is constructed of well-laid face brick relieved by sandstone detailing. The façade demonstrates characteristics of the Federation Free Style but also presages the Stripped Classical idiom of the Inter-War period. Fenestration comprises two large arched openings at first floor level, emphasised by courses of brickwork resembling voussoirs and attenuated stepped sandstone keystones, containing a pair of double hung sashes and other sashes curved to conform to the profile of the arch. Some sashes are multi-paned. There are four equally spaced openings at second floor level containing unequally sized timber framed double hung sashes. The upper sashes are distinguished by slender vertical glazing bars. The window openings feature stone lintels framed by brackets that support the horizontal section of a large triangular pediment that forms much of the façade's parapet. It is possible that original or at least earlier timber window joinery remains in place.

The shopfront at ground floor level has undergone a substantial amount of modification, but has retained early steps and original tiling on the floor of a porch that gives access to the basement level of the building. The awning that extends over the footpath has also retained a large amount of original fabric.

The Foley Street elevation, as with the elevations of the other buildings, has been subjected to change. Aluminium-framed sashes have been installed in the window openings at first and second floor level. However, the ground floor sashes, which are set into a pair of large arched openings, are framed in timber and may have retained components of early joinery. Sashes, door joinery and a roller shutter in basement openings are not original but appear to predate the 1990s works to the building.

Interior

Whilst the ground floor and basement were not inspected, photos in the 2020 & 2008 CMPs indicate that the original decorative plaster ceiling linings above the shop in 76 Oxford Street are still in place, while the basement of 74-76 Oxford Street contains original corrugated metal ceiling linings, steel columns, brick piers and steel beams along the southern side of the basement supporting the façade and a timber stair and

balustrade leading up to Oxford Street. All of these components seem to be in good condition.

The first and second floors have been substantially altered. The timber floors and roof have been removed and the floors replaced with concrete floors laid at a level to be flush with those in 72 Oxford Street (ie the floor levels have been lowered with the consequent effect of creating windows with unusually high sills). The slabs are supported on a new internal structure of steel columns and steel brackets supporting the slabs at the external wall lines. The roof has been replaced with a steel-sheeted steel skillion roof.

Group 2 – 82-106 Oxford Street

Architect: Robert Hargreave Brodrick (Sydney City Architect & City Building Surveyor)

Builder: Owen Ridge & Son

Designed: 1912

Completed: 1914

General

Group 2 (82-106 Oxford Street) is a single building occupying the entire block bounded by Oxford, Crown, Foley and Palmer Streets, and is a three-storey building with a fourth level at basement level opening onto Foley Street.

The Oxford Street façade is symmetrically organised but steps to follow the fall along the street. The design of the façade, as well as the facades facing Crown and Palmer Streets, generally conforms to the characteristics of the Federation Free Style. Fenestration of the first and second floor levels consists of bays of square headed window openings at first floor level with arched openings above, divided by wide piers that step at parapet level. The central bay, above the principal entrance to the upper levels of the buildings, contains narrow windows and a raised semi-circular parapet (reminiscent of the Cape Dutch architecture of South Africa). The central bay is echoed at either end of the façade by similar though larger design elements, above which rise steeply pitched pyramidal roofs covered with corrugated steel sheeting. The western and eastern facades of the building are similar in general detail to the Oxford Street façade. However, windows in the first floor level of the Crown Street façade appear to have been replaced with different sashes, disrupting the building's appearance to some extent.



Figure 3 - Exterior view of group 2 building at 82-106 Oxford Street, showing the Oxford and Crown Street facades. Source: Google Streetview



Figure 4 - Exterior view of group 2 building at 82-106 Oxford Street, showing the building façade at the corner of Oxford and Palmer Street. Source: Google Streetview

The shopfronts were extensively altered between 1937 and 1940. Change has taken place to shopfront fabric since the Inter-war refurbishment although there is still remnant fabric from this time (84 Oxford Street still retains evidence of its original shopfront as well as that from the Inter-war refurbishment and most other shopfronts retain their Inter-war hampers and glazed highlights and grilles). These Inter-war works would effectively have removed all traces of earlier shopfronts.

The Foley Street elevation is restrained and functional in appearance when compared to the Oxford Street façade. Wall surfaces are plain, consisting of brickwork (which has been painted) punctuated by openings associated with fenestration. Generally the elevation is similar in appearance to the original documentation overlaid with modifications undertaken during the early 1990s at first and second floor level (in the locations of the original light areas) and at ground floor level. Windows are generally timber-framed double-hung sashes. A panel of glass bricks has been introduced into the ground floor level at the western end of the elevation. Intrusive ventilation ducts and service conduits have been installed in various locations across the elevation.

Roof

The roof of 82-106 Oxford Street is flat and trafficable, covered by a proprietary waterproof membrane. The various levels, which step down from east to west with the fall of the site, are connected by small flights of modern metal stairs. Structures on the roof include a skillion-roofed caretaker's flat, lift machinery room and a stair enclosure at the eastern end of the building. The interior of the flat was not inspected. However, a glazed door that may date to the 1940 refurbishment remains in the opening from the flat onto the roof.

Decorative pyramidal forms clad in corrugated steel with flagpoles extended above the apex are situated above the major street corners.

Masonry parapets are lined with cement render in some locations, otherwise with a proprietary coating system. Simple tubular steel balustrading provides a safety barrier above the parapet copings around the perimeter of the building. Massive steel earthquake strengthening has been added to the parapets, impeding easy movement around parts of the trafficable roof.

Interior: Ground Floor and Basement Levels

The ground floor shops were not inspected. However, the 2020 CMP contains photographs of some of the shop interiors that confirms that original floor and ceiling finishes remain (eg the ceilings to 86, 90, 92, 98, 100 & 104-106 Oxford Street shops) as well as remnants of the skirtings and other joinery.

A basement tenancy that was inspected was that occupied by the Australian Centre for Photography at the eastern end of the building. The underside of the timber ground floor structure above was sheeted with corrugated steel sheets as an early twentieth-century method of fire isolating the different floor levels. The floor is concrete. Pavement lights at the Oxford Street end of the basement illuminate the south portion of the basement area.

Interior: 94 Oxford Street

The upper floors of the building are accessed through the original centrally-placed main entrance foyer doors at 94 Oxford Street. This entrance foyer, the stairs and the lift reflect the original purpose for which the building was constructed – a commercial office building). The entrance doors and surrounding portal were remodeled in the Inter-war period utilizing cream and black Vitrolite panels and Monel(?) metal fluted columns. The steel grille above the doors is a wavy Art Deco pattern. This Inter-war layer to the Oxford Street frontage is an excellently-executed and important phase in the development of the building and is an excellent example of Art Deco commercial work that should be preserved in any refurbishment of the shopfronts.

The entrance foyer dates from the date of construction of the building and still retains all its interior finishes (terrazzo floor finish – probably dating from the Inter-war refurbishment), original Art Nouveau-pattern wall tiles forming a wainscot – dating from the construction of the building), and original decorative plaster ceilings. The length of the foyer is punctuated by engaged piers which contain (Monel?) metal fluted half-column supports to glass wall sconce light fittings (dating from the Inter-war refurbishment). At the Foley Street (north) end of the foyer the original lift and concrete stairs with timber newel posts and balustrade still remain.

The commercial office floors (first & second floors) are remarkably intact with their Kauri timber floor boards, pressed metal and decorative plaster ceilings, masonry dividing walls and Edwardian period timber partitions defining the corridor. The toilets also contain the original toilet cubicle walls and timber cubicle doors but the fixtures have been replaced with modern fixtures and the floor re-tiled in sympathetic modern tiling. The staircase rises up to the trafficable roof level and the stair can be fire-isolated by sliding fire doors which are either original or an early addition to the building.



Figure 5 – View of entrance to 94 Oxford Street.



Figure 6 – View early tiles and timber letterboxes within entrance foyer of 94 Oxford Street.



Figure 7 – View of entrance foyer at 94 Oxford Street showing tiled dado, terrazzo floors, pressed metal ceilings and Inter War lighting.



Figure 8 – View of lift and staircase at 94 Oxford Street.



Figure 9 – View of typical corridor in upper floor of building.



Figure 10 – View of existing office space within 94 Oxford Street.



Figure 11 – Early bathroom partitions on second floor of 94 Oxford Street.



Figure 12 – Typical second floor window on north wall of 94 Oxford Street.

Group 3 – 110-122 Oxford Street

General

Group 3 (110-122 Oxford Street) consists of three separate three-storey buildings with a fourth level at basement level opening onto Foley Street. All have retained early suspended footpath awnings that are original, although cut back by the City of Sydney in the 1960s and 2005.

Their Oxford Street facades are varied in detail but consistent in scale, materials and form. The facades are substantially intact, symmetrically composed and constructed out of face brick with sandstone dressings. These sections of the facades demonstrate several characteristics of the Federation Free Style, including decorative use of classical elements such as columns and pediments and different sizes and shapes of windows.



Figure 13 – View of Group 3 buildings (Source: Google Streetview).

Group 3 – 110 Oxford Street

Architect: John Burcham Clamp

Designed: 1913

Completed: 1914

Exterior

The street facade of 110 Oxford Street is a masterful composition of materials and windows creating an interesting work of architecture; it is more than utilitarian. Of the three facades of the group this, the smallest, is also the most exuberant in the way it handles the same materials of brick and sandstone. The main section is recessed between wide bricks piers (with bands of sandstone at the window head of the first floor and sill height of the second floor) on either side of the building. Bands of sandstone mark window sills and heads, while a deep stone arch is situated beneath the parapet. A decorative keystone rises through the arch into the parapet, where it is supported visually by florid embellishments. The parapet has a gently curved form. Windows comprise double hung timber sashes at the second floor level that have a curved arc head that follows the curve of the large sandstone arch above. At first floor level the window is expressed outside the façade as an oriel with double-hung window sashes, a flat roof and a pressed metal-clad spandrel. The original standard Oxford Street awning separates the ground floor from the upper levels. The shopfront is relatively recent, although there may be earlier fabric concealed behind it. The entry to the upper levels is on the eastern side of the building. White ceramic tiles, which are early if not original, line the adjoining pier separating this building from 112-114 Oxford Street.

The Foley Street elevation also appears to have retained its original design. It is straightforward in design, a plain wall of common brickwork pierced by pairs of window openings at first and second floor levels and a large window opening and a tall door opening at ground floor level. Timber-framed window sashes appear to be original.

Roof Level

The roof of the building is flat and is covered by a trafficable membrane. It is dominated by the skillion-roofed structure enclosing the uppermost flight and landing of the building's staircase. A lightweight roof structure has been constructed over the opening above the lightwell on the western side of the building.

Interior

The basement and ground floor levels of 110 Oxford Street were not inspected.

The first and second floor levels are accessed from Oxford Street via a steep timber staircase located along the east side of the building. The timber staircase is original and intact, the soffit of which is lined with original pressed metal panels. The first and second floors appear to have been designed as residential flats and there is a narrow lightwell punctuating the floors in the manner of a New York tenement, although on a much smaller scale.

Despite the large amount of remaining original fabric the condition of the plaster and some of the pressed metal finishes is deteriorating.

Original and early fabric within the first and second floors includes:

- Pressed metal ceiling linings and cornices, which show a pronounced Arts and Crafts influence that is associated with Federation era architecture. The linings above the first floor feature a bold pattern in relief, while those above the second floor are comparatively restrained. Pressed metal linings continue above the staircase up to roof level. The condition of these linings is variable, particularly on the second floor where it appears that water ingress has caused corrosion and in some places has destroyed large areas of the linings;
- Plaster linings on masonry walls, which are deteriorating in some parts of the northern and southern sections of the building
- Timber stair joinery, including handrails, balusters and newel posts. The joinery is in fair condition although some balusters are missing. The joinery has been painted;
- A large amount of the original plan configuration of the second floor is still evident;
- Timber board linings on the internal face of the oriel on the northern side of the first floor;
- Timber joinery architraves and sill boards remain in place along external walls;
- Floor boards are likely to be early, if not original, although some are deteriorating.

Group 3 – 112-114 Oxford Street

Architect: John Burcham Clamp

Designed: 1913

Completed: 1914

Exterior

The upper section of the brick and sandstone façade is contained and divided into two bays by wide piers. It is distinguished by a pair of faceted oriel windows at first floor level with pressed metal linings above and below the windows themselves, which are unusual for a building of this period because of the diamond leadlight motif in the upper sashes. The windows at the level of the second floor are also unusual in

that they are recessed and framed by short stone columns supporting a decorative stone entablature. The windows themselves are pairs of double-hung timber-framed sashes. Brick wall surfaces are generally plain, relieved by courses of dressed sandstone that are, in some cases, rusticated. The parapet is restrained, with stone copings and curious carved decorations at the tops of the piers.

Modifications to shopfronts over the years have removed most traces of original finishes and detailing, and have reduced them to wide openings containing roller shutters.

The Foley Street elevation is also largely the same as originally documented. However, it has been disfigured by the installation of an intrusive metal ventilation duct extending across three levels and a pair of conduits on its western side. The original brick wall surfaces remain unpainted, while a large number of original or early timber-framed window sashes remain in place.

Interior

The interior of this building was not inspected. The following description is extracted from the 2008 CMP as the 2020 CMP states that the modern fitout in existence by 2020 was possibly concealing earlier finishes (which appear to still have been visible in 2008):

The basement of 112 Oxford Street has been extensively refurbished and contains several large cool rooms. The floor is of concrete, while some sections of brick wall are exposed. The stair connecting the basement to the ground floor has been modified.

The basement of 114 Oxford Street is relatively intact and is used for storage. The floor structure of the shop above is still exposed and some wall surfaces are of common brick, although others have been painted. The floor consists of a concrete slab. An open timber stair in the north eastern corner connects the basement to the ground floor.

The first and second floor levels are relatively intact although the condition of fabric varies. Some sections of pressed metal ceiling are corroded and a small amount of timber flooring is deteriorating. Original and early fabric within these levels includes:

- Pressed metal ceiling linings above spaces on the first floor. Some areas have been patched with panels that date to the 1930s or the post-World War II era, and some parts have been defaced by the installation of electrical conduits;
- Decorative floor tiles and a marble threshold in the ground floor entrance to the upper levels of the building. If these tiles are not original they are certainly quite early;
- Stair joinery, including handrails, balusters and newel posts. The stairs are in fair condition and very intact to the extent that they have retained a stained and polished finish;
- Timber joinery architraves and sills associated with windows;
- Timber mouldings used to form skirtings;
- Joinery items associated with lavatories, including doors, architraves and transoms;
- Small profile corrugated steel wall linings within the roof stair enclosure;
- Evidence of early paint colours and stencilled dado patterns on the eastern wall and on the section of western wall behind the kitchen, both on the second floor;

- The original plan configuration of the second floor.

Group 3 – 116-122 Oxford Street

Architect: Edmund Neville Thomas

Designed: 1914

First & second floor alterations:

Architect: Andrew Metcalf

Designed: 1983

Exterior

The facade of 116-122 Oxford Street is constructed of face brick with sandstone highlights.

The symmetry of the upper part of the facade is disturbed by a narrow bay of windows at the eastern end of the building. The remainder of the facade has a breakfront configuration consisting of a wide recessed central section flanked on each side by a slightly projecting bay. The bays are given some prominence by means of rusticated piers at second floor level, semi-circular stone pediments within the parapet and detailing of fenestration - two large, separate windows at first floor level and a single window set within a panel of brickwork emphasised by recessed panels of brickwork on either side.

Windows in the central section of the first floor level consist of pairs of double hung sashes with three multi paned highlights above; all windows at this level have stone sills and are linked at head level by a course of stone, which is raised above the three central windows to form a flat arch with a "keystone". A course of stone at transom level also links these windows. The windows in the central section of the second floor level are smaller than those below. Arched openings with stone keystones contain a pair of double hung windows, the top sashes of which are multi-paned. Sills form part of a continuous stone moulding supported off small brackets at either side of the windows. The parapet above this section of the building consists of a plain panel of brickwork separated from the mass of the facade below by a slender cornice moulding. A simple stone coping extends across the entire parapet.

Below the original standard Oxford Street awning there is little visible evidence of original shopfront configurations or fabric. Shopfronts at 116 and 118 Oxford Street consist of wide openings containing roller shutters above which are deep hampers. The entrance to 120 Oxford Street (giving access to the upper floors of the building) is in its original location but has been modified. Terrazzo flooring probably dates to the Inter-war period, while the arched component within the opening to the porch and the semi-circular sections of wall within the porch date to the mid-1980s.

Interior

The ground floor shops were not inspected and the basement level of 122 Oxford Street was not inspected.

The basement of 120 Oxford Street comprises a series of spaces, some at different levels, with a concrete slab floor and brick walls.

The first and second floors have been extensively modified and conform to the documentation prepared in the office of Andrew Metcalf during 1983. These levels were adapted for residential use. Fourteen self-contained studio apartments organized around central corridors were formed, along with the provision of communal laundry facilities. The roof of the building was reconfigured, with a raised

clerestory running the full length of the building above the corridor on the second floor. Deterioration of the structure beneath the central clerestory above the second floor level is suggested by on surface stains and damage.

Nevertheless some intact fabric does remain in place. Of particular note is the timber stair joinery in 120 Oxford Street. The stair is distinguished by a marble wainscot at ground floor level. Landings are finished with terrazzo floors, while the initial flight of stairs from the ground floor entrance to the intermediate landing before the first floor are also lined with terrazzo. Timber joinery associated with the stair is thought to be at least partially original.

5. Consideration of Heritage Matters for these Development Applications

As stated above, the development site comprises three separate blocks of buildings along the northern side of Oxford Street. The development applications propose to redevelop the buildings, comprising the extensive demolition of the interiors and alterations to the exteriors including the construction of a uniform two storey addition above the collection of heritage buildings that comprise the subject site.

The Burra Charter Process

The architectural drawings by FMJT architects are dated 19 September 2020. The Heritage Impact Statement (HIS) was prepared by Urbis Pty Ltd, dated 30 September 2020. A Conservation Management Plan (CMP) was prepared by Urbis Pty Ltd, dated 30 November 2020 (however, the first draft was prepared 31 August 2020, the second draft by 22 September 2020 and the CMP was finalised on 30 September 2020; amended 30 November 2020 following comments from the Council of the City of Sydney).

From the above, it can be seen that the CMP was prepared after the design and development application documentation work on the building was largely complete.

The Introduction to the CMP states “This CMP has been prepared in accordance with the *NSW Heritage Manual* (1996), the *Australia ICOMOS Burra Charter* (2013) and *The Conservation Plan* by James Semple Kerr (2000).”

Article 26 (Applying the *Burra Charter* Process) of the *Burra Charter* states:

26.1 Work on a *place* should be preceded by studies to understand the place which should include analysis of physical, documentary, oral and other evidence, drawing on appropriate knowledge, skills and disciplines.

26.2 Written statements of *cultural significance* and policy for the *place* should be prepared, justified and accompanied by supporting evidence. The statements of significance and policy should be incorporated into a management plan for the place.

The Conservation Plan by James Kerr states (7th Edition p.3):

3.6 Sequence of work

While the wide range of problems ensures that conservation practitioners adopt a variety of techniques and approaches in preparing conservation plans, there is an essential sequence in conservation planning. The work falls naturally into

two stages. The first covers the gathering and analysis of evidence and the assessment of significance. The second is concerned with developing a conservation policy and setting out strategies for its implementation. Fig.1 sets out the sequence graphically.

The split into two stages is important for the integrity of the process. It enables significance to be assessed away from extraneous pressures and without regard to those practical requirements which must subsequently be taken into account when developing policies.

The meaning of the *Burra Charter* Article and the extract from Kerr's *Conservation Plan* is that the significance of a place must be determined prior to any work on the place and work includes the design of alterations and/or additions to the place as that design could detrimentally impact the significance of the place in the absence of a determination of significance and a thorough analysis of the fabric of the place that contributes to that significance or detracts from that significance. The proposal for the redevelopment of the three blocks of heritage buildings on Oxford Street (DA 1071 and DA 1072) were not developed in accordance with the Burra Charter process. Having been prepared after the development proposal, the 2020 CMP was not undertaken in accordance with the Burra Charter process. Furthermore, the fabric analysis, significance assessment and conservation policies included in the 2020 CMP are skewed in favour of the proposed development.

Conservation Management Plans for the sites – 2008-2020

Earlier CMPs were prepared for the sites in 2008 by Rod Howard and Associates. Little change has occurred to the buildings since 2008, both in terms of new development and conservation and repair works. Given that the condition and fabric of the building is substantially the same since 2008, the fabric analysis, assessment of significance, gradings of significance and conservation policies contained in the updated CMP for the site should reflect the earlier CMP. Where changes have occurred, these need to be identified in the 2020 CMP. Similarly, where the gradings of significance or conservation policies deviate from those contained in the 2008 CMP, these need to be discussed and justified.

The levels of significance ascribed to building fabric in the 2020 CMP and the 2008 CMP differ almost uniformly by one level of significance in that the significance of fabric is downgraded in the 2020 CMP. The difference in the ascribed levels of significance in the 2020 CMP is unwarranted. Furthermore, no justification has been provided for the reduced levels of significance.

A number of conservation policies from the 2008 CMP were not included in the 2020 CMP. These omissions serve to increase the development potential of the site and weaken the requirements to undertake conservation works. In some cases, where similar policies are included in the 2020 CMP, the requirement to act on the policy is either vague or deferred to a later time. A few examples are highlighted below, with extracts of the 2008 CMP for 82-106 Oxford Street in *italics* followed by discussion of the 2020 CMP and the proposed development.

2008 CMP – 82-106 Oxford Street, Darlinghurst

Policy 12

There should be no major additions made to the buildings above roof level.

Guidelines:

- *There should be no structural additions comprising habitable space at roof level to the building. Additional habitable levels above the building will compromise its integrity in terms of its original design as well as compromising the significance of the streetscape;*
- *Any structures deemed unavoidably necessary for viable ongoing use, such as air conditioning or service equipment enclosures, should be designed to be as low as possible and concealed by parapets as much as is possible;*
- *If the height of an item or structure is unavoidably greater than that of the nearest parapet then the item should be located well back from the parapet to minimise its impact.*

The 2020 CMP stated that building could accommodate vertical additions, however insufficient justification was provided. The proposal involves the construction of a highly visible two storey habitable additions to all of the buildings which would have a detrimental impact on their significant external form and presentation within the streetscape.

Policy 13

Design shopfronts that complement the significance of the buildings.

Guidelines:

- *Significant early shopfront fabric should be retained and conserved. This includes all of the surviving fabric from the 1937-1940 refurbishment;*
- *The design of new shopfronts should be based on documentary and photographic evidence (where available) of the 1940 shopfronts that were installed in the buildings. It is not intended that the shopfronts be reconstructions of the early shopfronts, but that this documentation should form the basis for interpretation. Materials that are appropriate to the Inter War Functionalist style design of the 1940 shopfronts should be considered;*
- *Shopfronts should include elements such as hampers, stall boards, transoms and porches.*

The proposal involves extensive changes at ground floor, including some changes to shopfronts. The proposal does not seek to re-instate any original shopfront detailing.

Policy 15

Remove paint from brick, stone and other materials within the Oxford Street, Crown Street and Palmer Street facades and the Foley Street elevation that were not originally painted nor intended to be painted.

The 2020 CMP includes a policy for the removal of paint from the brick façade of block 2 (refer policy 101), however, the wording of this policy weakens the requirement to undertake the work. This work should be included in the proposal.

Policy 20

An interpretation strategy should be devised and the interpretative material located in a position that is readily accessible for visitors.

Guidelines:

- Prepare an interpretation plan to make clear to visitors in direct terms the social, historical and aesthetic significance of the place, based on recommendations included in the NSW Heritage Office document *Interpreting Heritage Places and Items Guidelines* (August 2005);*
- Any fabric that is identified as significant in this Conservation Management Plan or that may be obscured behind later linings that is unavoidably removed as part of a program of conservation or adaptive reuse should be carefully salvaged and reinstated within the buildings as part of an interpretation strategy.*

While the 2020 CMP includes policies for interpretation, no interpretation measures have been incorporated into or documented as part of the development proposal. Given the extent of the proposed development, the DA should include an Interpretation Strategy, at a minimum. The proposal does not seek to re-instate or interpret building fabric which is being removed as part of the development works.

Given the scale of the proposed works, the proposal should incorporate conservation works and interpretive measures and these should be fully documented as part of the DA.

Analysis of Options

The NSW Heritage office Publication *Statements of Heritage Impact* provides guidelines and a series of questions for consideration for both individuals who wish to carry out works to a heritage items and the consent authority. Some of these questions in relation to demolition of a heritage item are included below:

- Have all options for the retention and adaptive reuse of buildings been explored?
- Can all of the significant elements of the heritage item be kept and any new development be located elsewhere on the site?

The need to explore a range of options when planning work to a heritage place is also outlined in the *Burra Charter*;

Article 15 (Change) States that:

15.1 Change may be necessary to retain cultural significance, but is undesirable where it reduces cultural significance. The amount of change to a place and its use should be guided by the cultural significance of the place and its appropriate interpretation.

15.2 Changes which reduce cultural significance should be reversible, and be reversed when circumstances permit.

15.3 Demolition of significant fabric of a place is generally not acceptable. However, in some cases minor demolition may be appropriate as part of conservation. Removed significant fabric should be reinstated when circumstances permit.

15.4 The contributions of all aspects of cultural significance of a place should be respected. If a place includes fabric, uses, associations or meanings of different periods, or different aspects of cultural significance, emphasising or interpreting one period or aspect at the expense of another can only be justified when what is left out, removed or diminished is of slight cultural significance and that which is emphasised or interpreted is of much greater cultural significance.

The proposal was developed with insufficient consideration of the heritage significance of the buildings on the site. Furthermore, the applicant did not consider (or provide documentation as part of the DA) a range of options for the redevelopment of the site. Insufficient justification is provided in support of the extent of changes proposed to the heritage buildings.

Geotechnical and Structural Considerations

GEOTECHNICAL REPORT

56-76, 82-106 & 110-112

JKGeotechnics - Report Reference 33267PN rev1 Dated 24 September 2020

“4.3 Hydrogeology

The test pits were ‘dry’ on completion of excavation. However, minor seepage could occur through open defects within the bedrock profile, particularly following rainfall.

As the excavation will be wholly within the bedrock profile, and as only minor seepage is expected, we consider drained structures to be feasible and appropriate for this development.

Long term groundwater flows would be expected to be of a limited rate. and would be able to be controlled by draining them to sumps for periodic pumped disposal to the stormwater system, or reuse for watering planter boxes, etc.

Groundwater seepage into all excavations should be monitored by the site foreman and geotechnical engineer as excavation progresses to confirm that seepage volumes are within the range anticipated.”

COMMENT:

There is no mention of the implementation of these recommendations.

“4.4 Footings

The existing building footings were uniformly founded on sandstone bedrock of at least medium strength, however, from BH4, defects are present within the sandstone bedrock below the existing footings. Whilst the defects are currently confined, where excavation will extend below footings, the defects will no longer be confined, resulting in a significant reduction in the geotechnical capacity of the bedrock below the footings.

For uniformity of support, we recommend that all new footings be founded within the sandstone bedrock profile.”

COMMENTS:

These should be confirmed in the design of the new footings.

These are to be addressed in the structural design. These impact on the existing foundation soils and their long term performance for the stability of the retained Heritage Structures.

STRUCTURAL REPORT

**Robert Bird Group Pty Ltd -Reference DL:MS CO/ST 20161 dated 23 September 2020
DARLINGHURST COLLECTION (BUILDINGS 1 & 2), OXFORD STREET – STRUCTURAL
DESIGN STATEMENT**

“The assessment was based on material test results & design assumptions based on typical material properties for a heritage building of this age.

The result of the assessment was that the existing structure has insufficient capacity to support the additional floors.”

“Design checks were based on the following assumptions (tbc pending material testing):

(i) Timber post size = 250x250

(ii) Timber grade = F14 ($f_c = 27\text{MPa}$)

(ii) Masonry Strength: M1 mortar, $f_c = 2.5\text{Mpa}$ ”.

COMMENTS:

The adopted stress are considered conservative and justifies the proposed intrusion and removal of the existing fabric.

**Robert Bird Group Pty Ltd -Reference DL:MS CO/St 20161 dated 23 September 2020
DARLINGHURST COLLECTION (BUILDINGS 1 & 2), OXFORD STREET – RESPONSE TO
CITY OF SYDNEY RFI**

“b. Reference to historical design documents under the existing structure;

ii. Materials testing of primary structural elements at multiple locations in each building by Mahaffey Associates. This was used to determine the material properties and strength of existing steel, masonry & concrete elements.

iii. Timber inspection and report by a qualified timber specialist, Timber Inspection Pty Ltd, to determine the grade, quality and condition of the existing timber structure.”

COMMENTS:

New structure is proposed to be inserted in line with the existing structure to be retained. The insertion will disturb and damage the existing Heritage fabric.

The existing and the new should be isolated to account for differential movement due to their different properties and foundations. This mode of connection is to be demonstrated.

Do the ‘on site material test result’ agree with the adopted stresses in the initial ‘typical material properties’?

Reduction of the loads on the existing structure is to be considered by reducing the additional loads. This is to minimise the disturbance to the existing structure requiring intrusion of the new structure. This can be in the form of reduction of one storey and lighter materials in the additional storey.

Robert Bird Group Pty Ltd

Reference DL:MS CO/ST 20161 dated 23 September 2020

DARLINGHURST COLLECTION (BUILDING 3), OXFORD STREET – STRUCTURAL DESIGN STATEMENT

“At Schematic Design stage existing loadbearing structure was assessed for capacity to support additional loading from the new floors above. The assessment was based on material test results & design assumptions based on typical material properties for a heritage building of this age.”

“The additional floors will be supported on a grillage of steel beams supported on new steel columns & foundations. The quantity & locations of columns in the structural scheme were designed to minimize the impact on the heritage structure & are typically located along lines of existing structure. Disruption to the heritage ceiling will be kept to a minimum with localised penetrations to existing floor plates to install the new columns.”

Reference DL:MS CO/ST 20161 dated 26 November 2020

DARLINGHURST COLLECTION (BUILDING 3), OXFORD STREET – RESPONSE TO CITY OF SYDNEY RFI

“b. Reference to historical design documents under the existing structure; No historic structural drawings or design documents for the existing structure are available.”

Assessment of the existing structure & its capacity to support additional loading was determined using the following methods:

- i. visual inspection of exposed structure through multiple site visits. The inspections were used to establish the existing load bearing system within the buildings and identify locations, spans directions and span lengths of primary structural elements including masonry piers, steel columns, steel beams, & timber joists.*
- ii. Materials testing of primary structural elements at multiple locations in each building by Mahaffey Associates. This was used to determine the material properties and strength of existing steel, masonry & concrete elements.*
- iii. Timber inspection and report by a qualified timber specialist, Timber Inspection Pty Ltd, to determine the grade, quality and condition of the existing timber structure.*
- iv. Geotechnical investigation by JK Geotechnics Pty Ltd. to determine allowable bearing pressures. Investigation included trial pit excavations of existing footings.”*

COMMENTS:

New structure is proposed to be inserted in line with the existing structure to be retained. The insertion will disturb and damage the existing Heritage fabric.

The existing and the new should be isolated to account for differential movement due to their different properties and foundations. This mode of connection is to be demonstrated.

Do the ‘on site material test result’ agree with the adopted stresses in the initial ‘typical material properties’?

Reduction of the loads on the existing structure is to be considered by reducing the additional loads. This is to minimise the disturbance to the existing structure requiring

intrusion of the new structure. This can be in the form of reduction of one storey and lighter materials in the additional storey.

6. The Committee's Recommendations

The proposal for the redevelopment of the buildings at 58-76, 82-106, and 110-122 Oxford Street, Darlinghurst involves a degree of change to the buildings on the site which is not supported from a heritage perspective.

The buildings are listed heritage items under a statutory planning scheme whose recommended management is retention and conservation. Moreover, the recommended management also states that the buildings should not be enlarged in plan or in height. These recommended management actions included in the heritage listing inventory forms for the buildings must be incorporated as a constraint in any proposed changes to the building and included in the CMP as part of the policies to manage change in the heritage items.

The proposed design does not respect the significance of the buildings on the site and would result in considerable loss of original and significant early building fabric. Where heritage elements are proposed to be retained, the proposal does not provide sufficient detail (including structural engineering details) for their retention and integration into the proposed new development, including the impact that vertical additions would have on the integrity of the original building structure, and how original floor structures would be supported when large sections of structural walls would be removed.

The construction of a two-storey roof addition above each group of buildings is not considered to be sympathetic to the heritage buildings, which each possess their own architectural form and character. While block 2 comprises one building, blocks 1 and 3 comprise a collection of individual buildings with unique characteristics. The unique architectural forms of the parapets, intended as the intermediary between the building and the sky, would be obscured by the scale and detailing of the proposed roof additions. The construction of highly visible vertical additions would greatly reduce the heritage significance of these buildings and are not considered to be appropriate. Furthermore, the high level of visibility and uniformity of the proposed roof additions would also detrimentally impact on the significance of the streetscape of Oxford Street and rear lanes which form part of the Oxford Street Conservation Area (HCA 17) and adjoin the East Sydney Conservation Area (HCA 13). If further development of the site is considered, it should be done in a manner that recognises that the buildings are individual and separate.

While a high degree of change is proposed to the buildings, the proposal does not incorporate conservation and repair work to the heritage fabric proposed for retention. The buildings subject to these DAs suffer from lack of maintenance but notwithstanding are in very good structural condition and as such, the long-term conservation of these buildings is feasible. Conservation and repair works should be undertaken as part of any major development to the site to ensure the ongoing preservation of the buildings and their heritage significance.

As such, the following recommendations are made in relation to the development proposal:

1. The development applications D/2020/1071 and D/2020/1072 for the redevelopment of the three blocks at 58-76, 82-106 and 110-122 Oxford Street should be rejected.
2. The Conservation Management Plan prepared by Urbis in December 2020 should be extensively revised with input from a skilled team of heritage professionals, including a Heritage Architect, structural engineer with heritage experience, archaeologist, and historian. The Conservation Management Plan should include:
 - All relevant information from the CMP prepared for all three sites by Rod Howard and Associates in 2008. Where the updated CMP seeks to deviate from the earlier CMP, a thorough discussion and justification must be provided;
 - Thorough and accurate fabric analysis (room by room, element by element) which records all original and significant building elements and later modifications (it should be noted that some non-original fabric may form part of a significant phase of development and may have heritage significance);
 - Original architectural drawings as well as drawings detailing later additions;
 - A thorough condition assessment of the building fabric and structure, including identification of conservation and maintenance issues;
 - Thorough significance assessment of the spaces, fabric and structure that comprise each of the buildings on the subject site. The significance gradings should follow the NSW Heritage Office criteria whereby original intact fabric is considered to be of at least High heritage significance;
 - Analysis of opportunities and constraints for the site, including constraints arising out of the statutory heritage listing of the buildings. This should address the recommended management that forms part of the statutory heritage listing of the buildings;
 - Detailed conservation policies, including policies for the conservation and maintenance of original fabric, policies for the integration of new work into the buildings, archaeology, signage, services, and interpretation.

This document should be reviewed by the City of Sydney and finalised prior to the planning of any development works on the site.

3. Any future development proposals for the site should be developed with greater consideration of the heritage buildings on the site. In general, all building fabric which is of moderate, high or exceptional significance should be retained and conserved. Based on the heritage committee's inspection of the site, the following fabric is either original or early and contributes to the significance of the site (note: this is NOT an exhaustive list. Further detailed fabric analysis and significance assessment is required):
 - External and internal building structure
 - Original face-brick and stonework on facades

- Original/early shopfront details
 - Original windows and glazing
 - Original foyer, stairs, lifts (note – the entrance and foyer at 82-106 Oxford Street, including tiled walls, terrazzo floor, timber letterboxes, ceiling, lift and stairs is highly intact and significant)
 - Corridors with early panelling and highlight windows (present in all floors at 82-106 Oxford Street)
 - Any original/early toilet features (early toilet partitioning present at 82-106 Oxford Street)
 - Original or early timber floor structure and floorboards (175mm Kauri floorboards present at 82-106 Oxford Street)
 - Pressed metal ceilings
 - Inter War light fittings
 - Pavement lights
 - Light wells (group 1 and 3 buildings)
 - In addition, the consistency of awnings along Oxford Street is significant to the streetscape and should be retained.
4. The form and fabric of original/early shopfronts and building entrances should be retained and conserved. Where possible, early shopfronts should be re-instated based on documentary evidence.
 5. As a general rule, no vertical additions should be made to the buildings. The external form and presentation, including the original facades parapets and trafficable roofs are of high significance. Any visible addition above roof level is not considered to be appropriate. Detailed visual modelling giving consideration to views from all surrounding streets, as well as the long views along Oxford Street, would be required to ascertain whether or not a roof addition could be accommodated above any of the buildings on blocks 1, 2 or 3 without being visible from the surrounding streets. Furthermore, the extent of the impact of any additions on the structure of the building, as well as fire safety, access and services requirements, would need to be thoroughly understood. Any rooftop addition should not impact, or cause changes to, significant fabric on the floors below.
 6. If further development of the site is considered, it should be done in a manner that recognises that the buildings are individual and separate (both externally and internally). Any proposal to consolidate floor space internally must provide thorough consideration of fire safety and structural issues.
 7. The applicant should consider a range of options for the redevelopment of the site, including the option of maintaining the existing buildings, their external and internal form, existing uses, and all significant fabric. If this option is not possible, considerable justification should be provided to support the proposed changes to the building.
 8. A long term costed maintenance plan should be prepared for all the buildings across all three sites, including a detailed analysis of fabric, room by room. The plan should be prepared with input from a heritage architect, structural engineer and quantity surveyor. The minimum long-term cycle would be 25

years (i.e. next cycle for re-scaffolding building). The maintenance plan should include catch-up maintenance, cyclical maintenance and preventative maintenance for both heritage fabric and new elements including services.

9. Any future development applications should incorporate the conservation and restoration of the heritage elements to be retained and this work should be fully documented as part of the DA. For example, the façades of 82-106 Oxford Street was originally face-brick. The paint should be removed from the brickwork and the façade should be restored (note- this is one example of conservation work only. Conservation works should be undertaken in accordance with a long term costed maintenance plan - refer recommendation 8 above).
10. Documentation in support of a revised proposal for the site should include;
 - An updated Conservation Management Plan;
 - accurate site survey and scaled measured drawings of all the existing buildings in their current form;
 - Documentation and analysis of various options for the proposed works which considers the significant aspects of the site (both exteriors and interiors) and ways that these aspects can be retained. The best option is the one which retains the significance aspects the buildings whilst allowing for the ongoing use
 - Documentation of conservation works to be undertaken as part of the proposal;
 - A heritage impact statement;
 - A heritage interpretation strategy.

The buildings subject to these development applications are owned by City of Sydney and were recently leased for 99 years. When a heritage property is sold or leased, there are a range of considerations that should be addressed in order to safeguard the ongoing conservation and management of buildings and their heritage significance. As such, the following additional recommendations are made by the Heritage Committee to the Council of the City of Sydney:

- A. Prior to the sale or lease of a heritage property, the City should commission the following documents:
 - A Conservation Management Plan for the site prepared in accordance with current best practice, including *The Burra Charter 2013*, J.S. Kerr's *The Conservation Plan*, and the NSW Heritage Office Guidelines on Assessing Heritage Significance. The CMP should include a detailed historical analysis, detailed fabric survey (room by room, element by element, including condition assessment), assessment and gradings of significance (including building structure, spaces and fabric), assessment of opportunities and constraints, and detailed conservation policies.
 - A long term costed maintenance plan for all the buildings on the site. The plan should span a minimum of 25 years, however, where properties are subject to long term leases, the maintenance plan should span the entire length of the lease.

- B. The abovementioned documents should be independently prepared by a team of suitably qualified heritage professionals, including a Heritage Architect, Archaeologist, Historian, Structural Engineer and Quantity Surveyor.
- C. The abovementioned documents should be placed on the property title so that the future owner / lessee is made aware of the ongoing conservation and maintenance requirements upon purchasing the property or entering into the lease agreement. As an example, this was undertaken for the Walsh Bay Wharves prior to the 99-year lease of the site.

The undersigned declare, to the best of their knowledge that they have no interest, pecuniary or otherwise, in this development application or persons associated with it and have provided an impartial assessment.

Committee member	Signature	Date
Otto Cserhalmi		15 March 2021
Scott Robertson		15 March 2021
Hari Gohil		15 March 2021